

Office of Performance Evaluations Idaho State Legislature

Report 01-01 January 2001

Inmate Collect Call Rates and Telephone Access: Opportunities to Address High Phone Rates

On September 29, 2000, the Joint Legislative Oversight Committee requested that the Office of Performance Evaluations conduct an evaluative review of inmate telephone rates and access. Committee members indicated concern about high phone rates for calls from inmates and the possibility that the Department of Correction was making money from these calls. Additionally, concerns were voiced that inmate access to telephones might be excessive.

Our evaluation asked:

- How much access do inmates have to telephones for personal use? How does this compare to national standards?
- What rates are charged for inmate collect calls? How do rates compare to correctional facility rates in other states, in Idaho counties, and rates charged outside the prison system?
- How have rates been established? Have rates been appropriately communicated to inmates and those who receive their calls?
- Does the Department of Correction receive a commission on inmate calls from its contracted phone carrier? If so, at what rate? How has the department used this revenue?

To answer these questions, we reviewed telephone rate regulations, reviewed rates filed with the Public Utilities Commission, and assessed related court decisions. We spoke with phone carrier account executives and interviewed Department of Correction,

Division of Purchasing, and legislative staff with knowledge of the issues, as well as officials in other states. We reviewed expenditures recorded in the Statewide Accounting and Reporting System for fiscal years 1999 and 2000, reviewed department policies and procedures, and surveyed correctional facility wardens for additional related information.

Overall, we conclude:

- Charges for telephone calls made by Department of Correction inmates are generally higher than phone rates paid by the general public, but comparable to other correctional facilities we reviewed. Because inmates are required to make collect calls, which are among the most expensive type of call, charges for inmate calls are generally higher than the public would normally pay. However, inmates in others states and Idaho county jails also typically are required to make collect calls, and the rates charged in these systems were comparable to those charged for Department of Correction inmate calls. Because calls are costly for those who receive them, the department could consider options to reduce rates charged for inmate telephone calls.
- Rates charged for inmate telephone calls are not specified in the Department of Correction's contract with its contracted telephone carrier. As a result, rates may change during the contract period. This has led to confusion about the rates charged and may contribute to inconsistent communication of rates to inmates and those who

This report was completed at the request of the Joint Legislative Oversight Committee under the authority of Idaho Code § 67-457 through § 67-464. Questions about the report may be directed to the Office of Performance Evaluations, P.O. Box 83720, Boise, ID 83720-0055, or phone (208) 334-3880.

receive their calls. The department should consider amending its contract to clarify rates and ensure they are effectively communicated to those using the telephone system.

• The commission the Department of Correction receives from its contracted telephone carrier has generated substantial revenue. Under the current agreement, the department receives from the phone carrier 41 percent of the gross phone charges on all inmate calls. The commission, which is comparable to commissions paid to other correctional agencies, generated approximately \$3 million in fiscal years 1997 through 2000. About two thirds of these funds were used for department personnel. Use of commission revenue varied in the other states we reviewed and Idaho counties.

In 1997, the Department of Correction contracted with AT&T to provide a telephone system for use by inmates at its correctional facilities. Since that time, AT&T has installed 287 phones at the department's

seven correctional facilities along with special monitoring and recording equipment the department can use to address security concerns and to protect the public.² In exchange for an exclusive right to provide inmate phone service, AT&T installed the system at no cost and agreed to pay the department a percentage of the gross charges on all inmate phone calls.

Inmates access to telephones range from 4 to 24 hours daily, depending on the inmate's security classification and work schedule.³ Department of Correction policy does not limit the number of calls an inmate may make per day, but limits any one call to 30 minutes in length.⁴ As Table 1 shows, in October 2000, Department of Correction inmates made an average of ten calls each, each lasting 18 minutes on

St. Anthony Work Camp reports that each call is limited to a maximum of 45 minutes.

Table 1:	Department of Correction Inmate Telephone Access and Use, as of
	October 30, 2000

		Number of Inmate	Average Number of	f
	Facility Security	Hours of Phone	Calls Per Inmate	Average Length of
<u>Facility</u> ^a	<u>Classification</u>	Access Per Day	Per Month	Call in Minutes
Idaho State Correctional Institution	Medium	17	11	17
Pocatello Women's Correctional Center	Minimum/Medium/ Close	18ª	16	15
St. Anthony Work Camp	Minimum	19	14	17
Idaho Correctional Institution-Orofino	Medium/Close	17 ^b	Not reported	20
Idano Correctional Institution-Oronno	Mediani/Close	17	Not reported	20
South Idaho Correctional Institution	Minimum	18	9	18
North Idaho Correctional Institution	Minimum/Medium	7	5	Not reported
Idaho Maximum Security Institution	Close	4-24 ^b	6	22
Total/overall averages		15	10	18

Idaho's private prison was not included in the survey and is under its own inmate telephone contract.
 Inmate access to telephones varies by security classification.

Source: Office of Performance Evaluations November 2000 survey of phone policies and practices at the Department of Correction's seven facilities.

AT&T subcontracts with Qwest and Verizon to fulfill its obligations under the Department of Correction 1997 contract.

Prior to the 1997 contract, the Department of Correction had contracts with multiple phone carriers, each with its own hardware and software.

Department of Correction inmate access to telephones appears to meet national standards that specify only that inmates have reasonable and equitable telephone access. American Correctional Association, *Standards for Adult Local Detention Facilities*, 3rd edition (1991), 117.

average. The average number of calls per inmate varied by facility, ranging from 5 calls per month at North Idaho Correctional Institution to 16 at the Pocatello Women's Correctional Center.

Although expensive overall, costs for inmate calls are comparable to those in other correctional facilities we reviewed.

To respond to concerns that inmate calls are more expensive than calls by the general public, we analyzed comparative rate information provided by the Public Utilities Commission. Phone rates are affected by a number of variables making comparison difficult.⁵ To help ensure comparability, we compared the costs of an 18-minute intrastate call and an 18-minute interstate call, and a local call with costs to the general public.

We found:

 Because Department of Correction inmates are required to make collect calls, phone rates for their calls are generally higher than those paid by the general public.

To use the telephone system, inmates must call collect. Overall, collect call rates are among the highest nationally, in part because of operator assistance fees. For example, according to rates filed with the Public Utilities Commission, an inmate local collect call of any length cost \$1.91, whereas a local call from a public payphone costs \$0.35. Inmate long distance calls within the state assess a per minute charge, as with a private residence, but also include an operator assistance fee of \$1.30 or \$2.25 per call, depending upon the phone carrier. For inmates, an 18-minute long distance call, within a telephone region, can cost as much as \$8.91, and, for in-state long distance calls that cross telephone exchanges higher

rates apply that can increase the cost to \$13.25.⁷ In contrast, this same type of call from a private residence ranges from \$1.80 to a high of \$9.00.⁸

However, inmate collect call rates are substantially lower than collect call rates from public payphones. An 18-minute local collect call from a payphone can cost as much as \$11.29, compared to the flat rate of \$1.91 charged for inmate local calls. An 18-minute long distance collect call originating from a public payphone can cost up to \$21.82.

We also looked at how rates for Department of Correction inmate phone calls compared to rates for inmate phone calls from correctional facilities in other states and Idaho counties. We obtained information from two neighboring states, Utah and Nevada. We also reviewed a report issued from the Florida Legislature on inmate phones and obtained current rate information. Additionally, we spoke with Idaho county officials and reviewed county rate information.

We found:

• Department of Correction inmate phone call rates are comparable to rates charged in comparison correctional facilities.

Like in Idaho, phone rates in other states and Idaho counties include operator assistance fees and per minute charges. As shown in Table 2, the Department of Correction's local call rate of \$1.91 is slightly lower than similar rates in other states and somewhat higher than in Idaho county jails. On the other hand, Idaho's long distance rates for calls outside the state are higher than rates in comparison states and Idaho county jails. The rates for the Department of Correction's phone carrier for Northern Idaho are

Factors influencing rates include time of day, day of week, phone carrier, and origination and destination of the call.

Officials with the Public Utilities Commission told us that phone carriers may apply a fully-assisted operator rate for all inmate phone calls because of the system's added security features, even though all calls are processed with a highly automated operator system.

The Public Utilities Commission told us there are 20 phone carriers doing business in Idaho that affect the per minute phone charges.

Public Utilities officials stated that the general public pays even less for interstate long distance calls, ranging from \$0.05 to \$0.25 per minute, depending upon plan and monthly fees. Basic rates without a plan range from \$0.20 to \$0.40 per minute. The current AT&T interstate rates for inmate collect calls are substantially higher at \$0.69 per minute with an operator assistance fee of \$3.95, plus a \$0.30 surcharge.

We also spoke with officials in Oregon and were told their contracted rates were considered proprietary.

among the lowest, while the intrastate rates charged by the phone carrier in Southern Idaho are higher than average.

The Department of Correction's inmate phone rates also were generally comparable to inmate rates in Idaho county jails for local and interstate calls. An official with the Public Utilities Commission indicated that current county inmate phone rates for intrastate calls are among the highest rates charged, ranging up to an \$8.00 operator assistance fee plus per minute charges up to \$0.75. However, according to the director of the Idaho Sheriffs' Association, counties have signed an agreement to transition to a new agreement with Ada County's current phone system supplier as each county's current contract expires. As shown in Table 2, while the new county agreement will bring current rates closer to the comparison rates, their intrastate rates still exceed those in the Idaho Department of Correction and in other states.

Department of Correction telephone rates are subject to change, creating confusion and ineffective rate communication.

As part of our rate review, we reviewed the department's contract with AT&T, interviewed Department of Correction purchasing, telephone, and contracts management staff to obtain rate information, and surveyed all seven correctional facilities to determine how rates are communicated to inmates and those they call.

We found:

 Phone rates are not established contractually nor effectively communicated.

The Department of Correction's contract with AT&T does not include any reference to specific telephone rates. While the Invitation to Bid specified rate limits

Table 2: Inmate Telephone Rates in Idaho and Comparison Correctional Facilities, November 2000

	Department of	of Correction	<u>C</u>	ther Correct	ional Facilitie	<u>s</u>	
Type of Call	North Idaho	South Idaho	<u>Nevada</u>	<u>Utah</u>	<u>Florida</u>	Idaho County <u>Jails</u> ª	<u>Averages</u>
Local calls	\$1.91	\$1.91	Not available	\$2.11	\$2.10	\$1.65	\$1.94
Long distance calls:			avaliable				
In-state calls	\$1.30+	\$2.25+	\$1.00°	\$1.76+	\$1.75+	\$3.00+	\$1.84+
Weekdays/ business hours	.15/min.	.37/min.	.14/min.	.12/min.	.30/min.d	.47/min.	.26/min.
Weekends/ evening hours	.10/min.	.37/min.	.14/min.	.10/min.	.30/min. ^d	.47/min.	.25/min.
An 18 min. call	\$3.10	\$8.91	\$3.65	\$3.56	\$7.15	\$11.46	\$6.31
Out-of-state calls	\$4.25 ^b + .69/min ⁻	\$4.25 ^b + .69/min.	\$3.95+ .55/min.	\$4.64+ .69/min.	Not available	\$3.95+ .495/min.	\$4.21+ .62/min.
An 18 min. call	\$16.67	\$16.67	\$13.85	\$16.37	Not available	\$12.86	\$15.28

^a Reflects rates quoted by the Idaho Sheriffs' Association for its new agreement.

Source: Office of Performance Evaluations analysis of data provided by the Idaho Public Utilities Commission, the Idaho Department of Correction, Nevada, Utah, and Florida state officials, and the Idaho Sheriffs' Association.

b Includes \$0.30 surcharge.

Plus a first minute charge of \$0.27, with remaining minutes at \$0.14.

d Maximum per minute charge.

and requested potential telephone carriers to complete a rate calculation form, the contract did not include actual rates nor require notification of rate changes.

By law, phone carriers are required to file local and intrastate rates with the Public Utilities Commission and interstate rates with the Federal Communications Commission. But, according to the Public Utilities Commission, these rates can change at the discretion of the phone carrier. Because the department's contract does not require phone carriers to notify the department of rates or rate changes, department staff may be unaware of any changes that occur. In fact, when we asked for current rate information, department staff quoted rates and provided copies of rates without effective dates or sources. Some department staff said there had been one rate increase since 1997 and other staff indicated that many rate changes had occurred over the course of three years. 10 Furthermore, by not contractually agreeing to rate parameters, the department has not retained negotiating ability in the face of potential rate increases.

In addition, rates are not consistently posted at correctional facilities, and some signage contains inaccurate information. Idaho Administrative Code requires phone carriers to post rate information by phones. However, some facilities reported that every time a sign was put up, it was torn down; others reported posting handwritten rate notices. In those facilities where rates were posted, the posted rates for a \$1.91 local call ranged from \$1.65 to \$1.99.

Also, although the recipient of a call from an inmate is to be given the opportunity to hear the applicable rates before accepting charges, this may occur inconsistently.¹³ Three facilities indicated that their automated institutional phone messages include an

Given that rates are not addressed in the contract nor provided to inmates or those receiving their calls using a consistent and reliable process, confusion has resulted. A person may accept an inmate collect call without having accurate and current rate information.

Therefore:

We recommend the Department of Correction amend its inmate telephone system contract to clarify rates and require notification of rate adjustments, and direct phone carriers to post current rate signage as required by administrative code.

Substantial commission revenues have funded department operations.

In exchange for granting AT&T an exclusive right to provide phone service to inmates, the Department of Correction receives a commission on the total charges for inmate calls. To assess how the Department of Correction's commission rate compared to those in other correctional facilities, we reviewed the practice in other states and Idaho county jails.

We found:

 The Department of Correction's commission rate is comparable to commissions paid to other states we reviewed and to Idaho counties.

option to receive phone rates before accepting an inmate call, while four facilities reported no similar message option. Furthermore, department central administration staff told us this option was available in all prisons, but only for some types of long distance calls.

Public Utilities officials told us that AT&T filed one rate increase affecting inmate rates on May 15, 2000 for its in-state long distance calls. The department did not report rates for this category when we asked for its current inmate rates. Verizon rates have remained at the 1997 rates and Qwest rates reflect a \$0.05 per minute increase since 1997.

¹¹ IDAHO ADMIN, CODE, July 1, 1993, Vol. 7, IDAPA 31.51.01.300–310.

A representative from Qwest indicated that signs, mounted behind plexi-glass, are vandalized and torn down, making it too expensive to keep up with rate posting.

¹³ IDAHO ADMIN. CODE, July 1, 1993, Vol. 7, IDAPA 31.51.01.104 requires phone carriers to disclose a quote of the total rates and charges (including surcharges). The Federal Communications Commission also requires this notification and specifically extends the requirement to inmate-only telephones, requiring operators to orally notify the consumer to be billed prior to the interstate call connection.

Figure 1: Current Commission Rates for Inmate Phone Calls

<u>State</u>	Commission Rate
Utah Department of Corrections	38%
Oregon Department of Corrections	38 ^a
Idaho Department of Correction	41
Idaho County Jails	48-52 ^b
Nevada Department of Corrections	50
Florida Department of Correction	50, 57.5 ^c

^a Commission rate was replaced in 1998 with a franchise fee resulting in comparable revenues.

Source: Utah's and Oregon's telecommunication departments, the Idaho Sheriffs' Association, Nevada's prison purchasing agent and Florida's Public Services Commission, and the 1997 Idaho Department of Correction's inmate telephone contract with AT&T.

Since its initial 1997 contract, the Department of Correction has received monthly commission equal to 41 percent of AT&T's gross billable inmate phone charges. Lach of the other states we reviewed also receives a commission from its contracted phone carrier for inmate calls. As Figure 1 shows, commission rates in the states we reviewed and in Idaho county jails varied from 38 percent to 57.5 percent of gross billable inmate charges. At 41 percent, the Department of Correction's commission rate was slightly higher than in two states and lower than in two others. Its rate was also lower than commissions paid to Idaho county jails.

We reviewed data from the Statewide Accounting and Reporting System to determine how much the department has received from the commission and how these revenues have been used. We found:

• The Department of Correction has received about \$3 million in commission revenues since fiscal year 1997 that it has used primarily to fund department personnel.

Commission revenues the department has received have increased each year since the 1997 contract was negotiated. As Table 3 shows, telephone commission revenues have increased from about \$400,000 in fiscal year 1997 to about \$1.1 million last fiscal year, a 174 percent increase. In total during this period, the department received over \$3 million in revenue from commission on inmate calls. Department of Correction officials indicated that increases reflect increases in the inmate population. The commission rate has remained the same over time.

The department's use of commission revenue has changed somewhat over time. Prior to 1996, revenues were used solely to fund operating expenses. In 1996, a special revenue fund, the Inmate Management Fund, was created for these and other inmate-generated funds. The Legislature began appropriating from the fund that year. Since that time, about two-thirds of commission revenues have been used to support staff

Table 3: Telephone Commission
Revenues Received by the
Department of Correction,
Fiscal Years 1997–2000

Fiscal Year	Commission Revenues	Percent Increase From Previous Year
1997	\$399,855	
1998	652,412	63%
1999	859,055	32
2000	1,097,230	28
Four-year total	\$3,008,552	174%

Source: Office of Performance Evaluations analysis of telephone commission revenues as recorded by Budget and Policy Analysis, Legislative Services Office, and *Inmate Management Fund Revenue*, and *Change in Fund Balance Reports for Fiscal Years* 1997–2000.

Reflects varying commissions paid to different counties.
 Receives a 50 percent rate from one phone carrier and 57.5 percent from its other phone carrier.

Prior to 1997, the various carriers providing inmate phone service paid the department a commission approximately half the current rate.

positions such as counselors, legal assistants, and clergy that provide inmate services. The remaining funds have largely been used for operating expenses such as educational and recreational services and supplies.

Use of commission revenues varies in the comparison states and Idaho counties. In Utah, the state telecommunications department receives and uses 100 percent of commission revenues to fund its statewide phone system. Nevada, Oregon, and Florida use commission revenue for direct inmate services. In Florida, for example, state law limits the use of the commission revenue to specific inmate programs and services, requiring that education programming account for 50 percent of total annual expenditures from the fund into which commission revenues are deposited. According to the Sheriff's Association, many Idaho counties leave spending discretion up to the county commissioners.

The department has opportunities to address high inmate phone rates, if desired.

The current system, though it restricts service and carrier options for inmates and results in their calls being more expensive than those for the general public, does not appear to violate federal or state laws. The 1988 Telecommunications Act deregulated telephone corporations in an effort to encourage competition. As a result, rates are not controlled by federal or state regulatory agencies. In addition, an Idaho District Court decision found inmates do not share the same right of access to phone service options and carriers as the general public. 17

Still, the current system for providing phone services is costly to those who receive calls from inmates. In

1999, the Public Utilities Commission received 19 complaints regarding inmate phone call charges and indicated that they consider this volume of complaints to be a significant indicator of dissatisfaction with the rates.

Therefore:

Should the Department of Correction wish to consider reducing rates for inmate phone calls, options are available.

Specifically:

- 1. The Department of Correction could negotiate new contract conditions and terms. While the Public Utilities Commission cannot establish phone rates, the department can negotiate rates, or discounted rates, with phone carriers. In February 2000, Nevada adjusted its contract to establish fixed contract rates that were approximately half the collect call rates charged to the public. Florida passed legislation last year to cap its local and in-state long distance inmate call rates. Alternatively, the Department of Correction could negotiate with phone carriers to fix the agreedupon rates for the length of the contract. At a minimum this would provide the department added control over potential rate fluctuation.
- 2. The department could amend its contract to adjust the methodology for calculating the commission rate. As currently structured, the higher the phone rate, the greater the commission revenues the department receives. Recently, Oregon eliminated the commission rate from its inmate phone system contract and replaced it with a fixed "franchise fee" that is not based on inmate phone charges. The fee compensates the agency for providing the contractor an exclusive right to provide phone services to inmates, without creating a disincentive for negotiating lower rates for inmate calls.

Florida House of Representatives, Justice Council, Committee on Corrections, Maintaining Family Contact When a Family Member Goes to Prison, An Examination of State Policies on Mail, Visiting, and Telephone Access (1998), 25.

Telecommunications Act of 1988, IDAHO CODE §§ 62-602 – 62-618 (1988 and 2000 Supp.).

¹⁷ Idaho Public Utilities Commission, docket no. CV 96-0328-N-EJL (1999).

Consistent with Idaho Code § 67-461(2), the Department of Correction and the Governor were given the opportunity to review this report in advance and respond in writing. The Governor did not provide a written response. We have included the Department of Correction's response on the following pages. We appreciate the full cooperation we received from the Department of Correction, and the assistance provided by the Public Utilities Commission.



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Ms. Nancy Van Maren, Director Office of Performance Evaluations P. O. Box 83720 Boise, ID 83720-0055

RE: Report on Inmate Collect Call Rates and Telephone Access

Dear Ms. Van Maren:

The Department has completed its review of the above report. While the agency does not dispute the contents of the report, we have the following general comments:

- Collect calling systems are considered a part of the rehabilitative process of inmates. It allows inmates to maintain contact with families who may be unable to travel long distances for face to face visits.
- The Department has been diligent in addressing misuse of the collect calling system when complaints are received. This normally results in disciplinary action against the inmate and a block being placed on the number to restrict the inmate from calling that number either permanently or for a period of time.
- The Inmate Management Fund consists of revenues generated from the collect calling system, the inmate commissary and inmate visiting room vending machines. This fund has been in existence for many years and is mentioned specifically in an annual report as early as 1934. The purpose of the fund has always been to provide goods and services that are a benefit to the inmate population as a whole. While the face and the name of the fund have changed over the years, the basic premise and use of the fund have remained the same.

Ms. Nancy Van Maren November 28, 2000 Page two

- In 1985 the Department was sued regarding use of the fund. The
 court ordered that monies from the fund could not be used for
 security-related hardware or software, including but not limited to,
 handcuffs, uniforms and security salaries, unless related to
 commissary operations or recreation. The Department has been
 conscientious about the use of these funds. They are not used for
 routine operating costs of the agency unless the expense is related to
 direct services to inmates.
- Currently fifteen staff who provide direct inmates services, such as substance abuse counseling, religion, recreation and access to courts, are funded from the revenue generated from the fund, the bulk of which comes from the collect calling system. In FY96, the agency experienced a holdback in general funds. As part of the general fund reduction, the department, with budget office approval, shifted the funding of these positions to the Inmate Management Fund.
- In FY 2001, the legislature directed us to utilize \$121,400 of these funds for the purchase of capital outlay items not related to security.
- Because these funds are now subject to appropriation through a
 dedicated account, we are uncertain how the legislature will react to a
 reduction in these revenues. Any reduction would require additional
 general fund appropriations to cover the services currently provided.
- In FY01, the legislature directed that the interest generated from this
 dedicated fund accrue to the general fund. Prior to that time the
 interest accrued to the fund and was utilized by the Department to
 fund inmate programs and services. The loss of this interest to the
 general fund will impact funds available for these services.

The Board of Correction will consider and discuss this report at its December 6 meeting.

Respectfully,

James Spalding, Directo

Ralph Townsend, Chairman

Board of Correction

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